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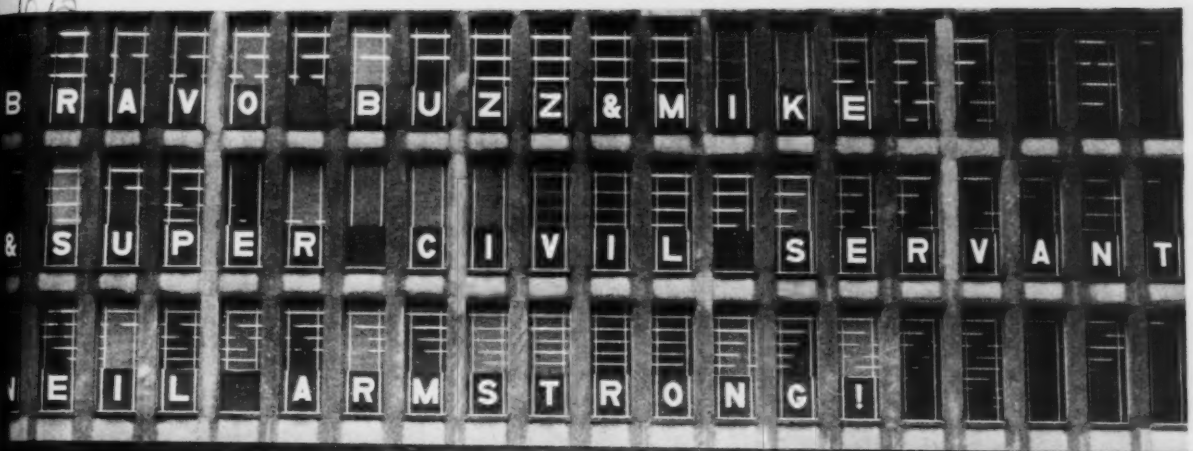

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Civil Service Journal

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Civil Service
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U.S. Civil Service Commission

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JAMES E. JOHNSON.....*Commissioner*
L. J. ANDOLSEK.....*Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting

LEGISLATION TO IMPROVE the administration of the Federal employees' leave system has been requested of Congress by the Civil Service Commission. One of the two administrative changes asked by the Commission would allow a Federal employee to receive a lump-sum payment for all annual leave accrued during the year in which he leaves Federal service. The second change would repeal the ban on the use of annual leave during the first 90 days of employment, except for certain short-term employees. Under present law, employees about to leave the service often elect to use annual leave in excess of the amount for which a lump sum is payable, thus tying up a position which technically remains filled until the excess leave is used. The 90-day ban on using annual leave at the beginning of employment does not aid management in any respect, CSC noted, and it often invokes a hardship on the individual employee.

GRADUATE DEGREES above the baccalaureate are already much in demand in today's employment market, CSC Chairman Robert Hampton recently told members of the American Psychological Association. But, he said, it is not our intention in the Government to "develop a work force selected more and more on the basis of credentials. Credentials make us uneasy, because demanding them often tends toward demanding greater skills than jobs need. As such, they are discriminatory. Also, the very validity of the credentials makes us nervous. . . . We need more information on the *quality* of the educational experience, on motivation, and on other data beyond a transcript.

"The measurement of potential is critical in this improved quality search, for even small gains in quality are likely to generate large gains in productivity. I would offer this as an area in which pyschologists could make large contributions."

(*Continued—See Inside Back Cover*)

COVER

BRAVO APOLLO 11—Signs went up in the Civil Service Commission windows shortly after the Apollo 11 crew returned safely to earth. The message honors the achievements of all three men (and admits to a certain special pride in "Super Civil Servant" Neil Armstrong). More honors were in store for the trio when they came to Washington in mid-September and addressed a joint session of Congress. Members of the House and Senate greeted the astronauts with a standing ovation and vigorously applauded as each of the men addressed the assemblage. (*Credits: NASA and CSC.*)

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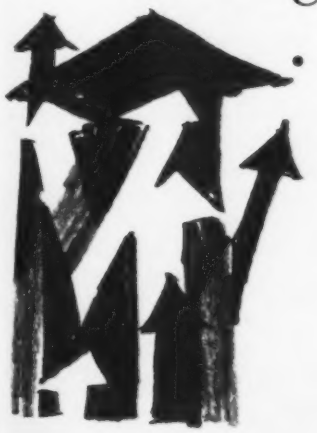
Management by Objectives . . . and Beyond



by NICHOLAS J. OGANOVIC
Executive Director
U.S. Civil Service Commission

JUMBO JETS, SST, planetary probes, nuclear power plants, Comsat, the complex of computers, and the plethora of photocopy machines—all of these signify rapid change. For the citizen these rapid changes are interesting events he hears about on various newscasts, but for the manager they are urgent reminders of the need to maintain a condition of change in his organization—to periodically review the goals for the short term and the long run, and to review the procedures and plans for attaining the goals.

In this time of rapid change and perhaps in response to it, the useful philosophy of management by objectives has developed. Properly used it has mobilized the total resources of an organization to achieve goals. Realization of the objective of placing a man on the moon in the 1960's is an outstanding example.

Much has been written on the theme of management by objectives and its many variations. At this point what is needed is thorough application in its broadest context. This means top management's commitment to carefully examine and specifically define, and redefine when necessary, the goals of an organization. It means effective communication of these goals downward within the organization and establishment of accountability for the tasks required to achieve these goals. It means the use of results-oriented performance appraisal and counseling to link organizational objectives with employee objectives, which will provide the manager and employee with a reliable means for evaluation.

These concepts concerning management by objectives are well documented in current literature. However, an important key to their successful use is management awareness and use of recognition as an integral part of results-oriented management. This aspect, referred to by behavioral scientists as "earned recognition," reinforces and strengthens the impetus for employees to strive for excellence.

BEYOND GOAL-SETTING

The role managers must play in this process is a vital one and worth exploring. Obviously, effective management requires follow-through beyond goal setting to careful appraisal of results. If goals are not met, all managers understand that analysis is needed to determine corrective action. If the goals are achieved, operations continue on course.

A third condition—when goals are exceeded—is too often considered one not requiring management action. In fact, managers frequently feel that everyone should do his best—"He's being paid a good salary and quality work is no more than management has a right to expect." This "quick to criticize, slow to praise" type of management leads to employee apathy which is usually expressed as "they don't care or give any credit for good work." This is a corrosive attitude which destroys employee motivation. No organization can afford to allow it to develop.

Traditionally promotions and pay increases are used to recognize superior work. Within the Federal Government, the Incentive Awards program provides an additional means to assist managers. It should be used to directly support management's goals and objectives. Currently, less than one tenth of one percent of Federal payroll cost is being spent on awards. This is a small amount for managers to invest in recognition of superior efforts. However, from a cost benefit view, even that small amount must be spent where management action has identified outstanding program results.

From the manager's perspective, the periodic reviews

of the results of the organization in meeting objectives should lead naturally and objectively to the recognition of a person or persons to receive awards for superior efforts. From the supervisor's viewpoint, the annual or more frequent appraisals of performance provide the basis for objective consideration for awards as well as counseling. The level of superior performance to earn an award should be sufficiently high that fellow workers are aware of and recognize the justice in granting the award.

The type of award to be given and the ceremonial occasion should match the personal contribution of the individual involved. Honor awards are most effective when the number granted is so small that the exclusiveness of the recognition is prized by others. For the larger number of awards which do not have this exclusiveness, cash awards need to be used to give meaning to the recognition. Awards for contributions with large or important benefits should be presented by top management with special ceremony, awards for contributions with modest benefits by middle or lower levels of management.

AGENTS OF CHANGE

In addition to encouraging superior performance, good managers or supervisors are agents of change. Unwilling to accept the status quo, they continually search, and encourage their employees to search, for better ways to accomplish their work, to improve services, and to realize the economies which are possible in every activity. This requires constant awareness and examination of every method of operation and every process and activity. It leads to a search for answers to questions as to how the function might be accomplished better, with less costs, faster, safer, or with higher quality.

An environment of receptivity to ideas and change must be an integral part of the organization from top management down through employee ranks. The professional within the organization should have the opportunity to innovate, to challenge previous methods of operation, and to assume personal responsibility for problem-solving. The operating employee should also be encouraged to seek improvements, particularly within his own immediate area of work, where his close knowledge of day-to-day operations and problems is most likely to enable him to make a useful contribution.

Here again the Incentive Awards program should be consciously used to support management goals. Plans to promote use of the employee suggestion program should focus attention on the need for each employee to think creatively about his job and associated operations and to submit ideas that reduce man-hours, conserve supplies, eliminate paperwork, increase production, and improve quality. Employee ideas may not revolutionize operations. They are more likely to be modest ideas which in cumulative effect contribute to evolutionary change. However, revolutionary versus evolutionary change is not the issue. The important point is for the manager to utilize the total resources of his work force to bring about improvements by fostering constructive ideas rather than destructive gripes. The management objective to be gained is a cost-conscious work force rather than an apathetic group of employees.

Not only Federal employees but also private citizens who contribute to improved Government operations should be recognized. The complexities of many of today's problems concern and require for solution many kinds of organizations within our society. Accordingly, there is need to strengthen the working relationships between government organizations at all levels and private industry and universities. Encouragement and responsiveness through the granting of honorary recognition for citizens' contributions both large and small will help by actively demonstrating Federal interest in promoting this type of cooperation.

Within this framework, the spirit and the dedication to improvement can increasingly permeate the Federal establishment and help bring organizational and personal goals into harmony. The late giant in managerial thought, Douglas McGregor, expressed this well in stating, "The motivation, the potential for development, the capacity for assuming responsibility, the readiness to direct behavior toward organizational goals are all present in people. Management does not put them there. . . . The essential task of management is to arrange organizational conditions and methods of operations so that people can achieve their own goals best by directing their own efforts toward organizational objectives."

RIGHT ENVIRONMENT

In summary, Federal managers have the fundamental responsibility of creating and maintaining an environment in which all employees are motivated to work toward meeting organizational goals. This is a most difficult and also a continuous task. Managers may work toward this objective by organizing the work so it provides opportunities for challenging assignments, for assuming added responsibilities, for personal growth, for taking pride in achievement, and ultimately for recognition. To be an effective part of management, recognition must be equitably and objectively given to deserving employees for achieving results that are beneficial to the organization. The type or amount of the award and the occasion and level of management granting the award and its publicity should match the contribution made.

Employee contributions beyond their job responsibilities over the past 15 years have been valued at $280 million annually in measurable benefits and approximately $15 million has been granted in recognition and awards. The benefits to management in terms of greater economy, efficiency, and effectiveness of operation are clear. The concern of Federal managers should be to strive for even greater utilization of the vast human and material resources of Government. #

LEGAL DECISIONS

In fiscal 1969, there were 104 decisions, 48 from the Court of Claims and 56 from district and circuit courts. Plaintiffs were successful in 21% of the cases. The Court of Claims continues to be the best bet for plaintiffs; 29% of the decisions issued by this court were in favor of plaintiff, as contrasted with only 14% of the district and circuit court decisions. Adverse action cases (43 decisions) led the field; pay cases (19 decisions) and retirement matters (11 decisions) were next in line. The backlog of 228 pending cases remained unchanged.

SUBSTANTIVE REVIEW

The most significant decisions all had constitutional overtones. The loyalty affidavit and the statute that required Federal and District of Columbia employees to execute it were held to be unconstitutionally vague in *Haskett* v. *Washington* (*Journal,* Vol. 9, No. 4) and *Stewart* v. *Washington* (see below).

The First Amendment right of Federal employees to criticize the Government was recognized, but with limitations, in the *Meehan* decision (*Journal,* Vol. 10, No. 1). The political activity statute (Hatch Act) survived the first round of new attacks on constitutional grounds (*Kearney* v. *Macy,* Federal employee case, *Journal,* Vol. 10, No. 1, and *Fishkin* v. *United States Civil Service Commission,* State employee case, see below).

LOYALTY AFFIDAVIT

The statute that requires Federal and District of Columbia employees to execute a loyalty affidavit (5 U.S.C. § 7311) is unconstitutional was the ruling of a three-judge district court in the District of Columbia on June 4, 1969. The case, *Stewart* v. *Washington,* involved an applicant for a position of substitute teacher in the District of Columbia school system, who refused to execute the affidavit and was denied employment. It is one of three pending cases involving this question (see *Journal,* Vol. 10, No. 1). Earlier a three-judge court had ruled that professors at the Federal City College of the District of Columbia did not have to execute a loyalty affidavit that the court ruled "suffered from impermissible overbreadth" (*Haskett* v. *Washington, Journal,* Vol. 9, No. 4).

The affidavit used in the *Stewart* case was a revision that was designed to correct the constitutional deficiencies of the earlier affidavit. After citing *Elfbrandt* v. *Russell* and other cases familiar to readers of this column, the court ruled that subsections (1) and (2) of section 7311 were unconstitutional and that the revised affidavit was ineffective since "it is settled doctrine that a statute trenching on freedom of association or other First Amendment freedoms cannot be rescued from taint of unconstitutionality by administrative patchwork." The Solicitor General will not appeal the decision.

ANTISTRIKE AFFIDAVIT

The ink had scarcely dried on the opinion in the *Stewart* case holding subsections 1 and 2 of section 7311 unconstitutional, when suit was filed in the District of Columbia questioning the constitutionality of subsections 3 and 4 (*National Association of Letter Carriers* v. *Blount*). These subsections prohibit the employment of a person who strikes against the Federal or District of Columbia Governments, asserts the right to strike, or is a member of an organization that he knows asserts the right to strike. Section 3333 of title 5 requires the execution of an affidavit to this effect. A motion for preliminary injunction to prevent enforcement of the subsections was argued before a three-judge court on August 1, 1969. The motion was denied. A deadline of September 2 was set for filing briefs on the merits of the case. Watch the *Journal* for developments.

SUITABILITY

The Court of Appeals for the District of Columbia Circuit reversed the removal of an employee for homosexual conduct on the ground that no connection had been shown between the homosexual conduct and the efficiency of the service (*Norton* v. *Macy,* July 1, 1969). This seems to accord with the policy of the New York City Civil Service Commission referred to in the discussion of *Brass* v. *Hoberman* (*Journal,* Vol. 10, No. 1). The court emphasized that it was not holding that homosexual conduct may never be cause for dismissal of a protected Federal employee. "What we do say is that, if the statute is to have any force, an agency cannot support a dismissal as promoting the efficiency of the service merely by turning its head and crying 'shame.' "

POLITICAL ACTIVITY STATUTE

Another California court finds no basis in recent Supreme Court decisions for departing from that court's 1947 ruling that the political activity statute is constitutional. In *Kearney* v. *Macy,* the 9th Circuit so ruled in a case involving a Federal employee (*Journal,* Vol. 10, No. 1). In this case, *Fishkin* v. *United States Civil Service Commission,* which involves a State employee, a three-judge district court in the Northern District of California said: "in our opinion *Mitchell* and *Oklahoma,* which have expressly upheld the constitutionality of the Hatch Act, have not been impliedly overruled by the Supreme Court nor has that tribunal otherwise indicated views sufficient to justify departure from those cases in the case now before us."

—John J. McCarthy

by ELMER B. STAATS
Comptroller General
of the United States

toward the year 2000 . . .

MANAGER OF TOMORROW

YOUR CHAIRMAN HAS ASKED me to outline briefly some of the major factors which will affect the role of the manager in the longer term. Some of you may still be in active governmental roles in the year 2000—just about 30 years from now.

Who is there with the perspective to forecast the problems facing the government manager 30 years from today?

Viewed in retrospect of an equal period of the past, who in or out of government could then have foreseen that

—Nearly 400,000 people would be engaged at one time in a program with its primary objective a manned lunar landing?

—Primary strategic weaponry would be the intercontinental ballistic missile? And the need for an antiballistic missile one of the great debates of the day?

—Several billion dollars would be planned to provide for a supersonic civilian transport?

—Social Security and Medicare would have been extended to virtually all of our citizens?

—Per capita income—influenced heavily by governmental policies and programs—would have increased from $362 to $2,317?

While the 30 years to the year 2000 may or may not bring equally dramatic and unforeseen roles for government, it is imperative that a government manager under-

—from an address by Mr. Staats at the Federal Executive Institute, Charlottesville, Va., April 26, 1969.

stand the basic forces which will determine the problems which he will face in the years ahead.

People may differ as to the variables which will determine the role of and the problems facing the government manager in the years ahead, but perhaps could agree on the following:

—A rapidly growing population, increasingly urban in character.

—Continued changes in the pattern of family life, with a weakened role of the family unit.

—Rising expectations which grow from an ever-increasing standard of living where expressed needs will continue to out-distance resources and capabilities to meet them.

—An increase in the reliance on the National Government for financing and leadership of other governmental programs, with accompanying profound effects upon our Federal system of government.

—A highly intensified struggle to develop and preserve our natural resources and our natural environment which will require additional constraints on exploitation and increased emphasis on scientific research.

—A further blurring of the lines between what is considered "public" and what is considered "private" in our national economy.

—And, underlying all of these, the pervasive and unpredictable effect of a rapidly changing industrial technology.

A full discussion of all these factors is beyond the scope of this presentation. But let me discuss three which now appear to be central to the problems of government management in the years ahead.

GROWTH AND URBANIZATION

Toward the close of Thomas Jefferson's life—1825—about 10 percent of our people lived in cities and towns. In 1960 some 70 percent of the population lived in cities and towns—on 1 percent of the land area. The remaining 30 percent lived on 99 percent of the land. By 2000 A.D., 90 percent of the American people will live in urban areas on less than 2 percent of the land, excluding Alaska. One out of 10 Americans will live in 19 States containing half our total land, again excluding Alaska. Much of the Nation will still be relatively open area.

During the past 30 years, perhaps the central forces affecting governmental programs have been these dramatic increases and location shifts of our population. The chief effect of these changes has been the necessity to adjust to mass living in large urban areas. In 1935 the population of the United States was approximately 127 million. We are right now a Nation of more than 200 million people. In the year 2000—if present trends continue—we may have a population of more than 300 million. The economic and social consequences of our population growth will multiply by geometric progression our responsibilities for providing food and shelter and complicate daily requirements to maintain law and order.

There will be heavy concentrations of people on the Atlantic and Pacific coasts within 50 to 100 miles of the oceans. The population of the Atlantic seaboard today from Boston through Washington is upwards of 27 million. Bureau of the Census projections show an increase to over 60 million along this 400-mile strip by 1990. An equally massive metropolitan area is foreseen for the 200-mile Pacific coast zone from Santa Barbara to Los Angeles to San Diego and the Mexican border.

Half of the counties of the Nation declined in population from 1950 to 1960. But perhaps a more incisive index of metropolitan concentration is the proportion of total national increase that occurred in the metropolitan counties. More than four-fifths of the increase from 1950 to 1960 was in these areas. And the rate of increase for the Negro population in the last three decades has been twice that for the non-Negro population.

Associated with this increase has been the dispersion of population within the central city itself. In the 20 years from 1900 to 1920 the metropolitan population increased 65 percent—a 75 percent increase in the central city, 40 percent outside. In the 20 years from 1940 to 1960 the metropolitan population increased 55 percent—a 27 percent increase inside the central city, 102 percent outside.

For these people, the overall projections of expected increases in goods and services, better education, urban renewal, better health, and improved science and technology offer little comfort. Ways must be developed, indeed urgently developed, to provide the substitute for the discipline of the family unit which has played such an important role in our Nation's history. In large part, it will come to rest as a problem for the government and the government manager.

CHANGING FEDERALISM

Ten years ago Federal financial assistance to State and local governments amounted to 4 billion dollars a year; 5 years ago it amounted to 8 billion dollars. It is running at about 17 billion dollars a year and is expected to rise to about 60 billion dollars a year by 1975.

It is estimated that Federal aid will constitute approximately 20 percent of the revenue of State and local governments by 1970.

Estimates of the number of Federal-aid programs differ. The figure most frequently cited is 170; another estimate puts the number at 220. These programs are financed through 400 or more separate appropriations, administered by 21 Federal agencies through 150 major Washington bureaus and over 400 field offices.

Programs are carried on in each of the fifty States. Nearly 92,000 units of local government, each with its

own taxing, planning, financing, and operating authorities, are eligible for grants-in-aid under one or more Federal programs.

This seemingly endless number and variety of programs have created perplexing problems. For example, funds for job training can be obtained from nine manpower program sources, for adult basic education from 10, for prevocational training and skill training from 10, and for work experience from five. On-the-job training can be financed under five programs; income maintenance is available under nine programs. Eligibility rules, application procedures, allocation formulas, expiration dates, and contracting arrangements vary.

All this creates problems for managers at the local level who frequently have fewer sufficiently skilled staffs than the Federal Government has to tackle the maze of differing—sometimes inconsistent—regulations, planning prerequisites, financial matching ratios, reporting requirements, and statistical standards.

This system of seemingly arbitrary organizational patterns and differing legal requirements meshed with local organizations led Lyndon Johnson during his Presidency to send a long message to the Congress on "the quality of American government." He took note of the need to "strengthen the Federal system through greater communication, consolidation, consistency and coordination . . . to improve the quality of government itself—its machinery, its manpower, its methods."

President Richard Nixon, in a statement upon establishing common regional boundaries and locations for five agencies engaged in social and economic services, emphasized his intention to make significant improvement in the quality of government. He said:

"This restructuring expresses my concern that we make much greater progress in our struggle against social problems. The best way to facilitate such progress, I believe, is not by adding massively to the burdens which government already bears but rather by finding better ways to perform the work of the government.

"That work is not finished when a law is passed, nor is it accomplished when an agency in Washington is assigned to administer new legislation. These are only preliminary steps; in the end the real work is done by the men who implement the law in the field."

SCIENCE AND TECHNOLOGY

Much of the society we know today is a product of the scientific revolution which is in full tide over much of the world: modern communications, nuclear power, medical care, increased production of food, and a seemingly limitless number of additional achievements.

But this does not tell the whole story.

Without the genius and resources for application, without vigorous and imaginative exploitation of opportunities that scientific insights offered, and without the resolution to apply them to society's purposes, the application of these resources would not have borne fruit.

This is the role of the governmental manager of the future. It is his job to use his imagination to the limit to assure that the benefits of nuclear energy for the civilian economy will not be lost, that the by-products of the space program will be translated into useful application in other areas, and that patents developed in connection with government contracts will be wholly and freely available to the private economy.

The manager of the future will find himself carrying out more and more public policy through contracts, grants, regional compacts, institutes, foundations, and self-contained business-type enterprises which will make management, at one and the same time, both possible and difficult. The line between public administration and private participation will be less clear than ever, while the hybrid will flourish. And it is here that the manager will have his work cut out for him—in maintaining the essential responsibility that belongs with government, in understanding the fine difference between supervision and interference, and in judging how well the ends of public policy are being served.

It is doubtful that the government executive of the future can be grown and trained exclusively in the career civil service. He will have to have some first-hand experience with unfamiliar environments: the university environment, the regional environment, the business and research environment. He will have to develop an exchange of persons between government and these allied communities, through reciprocal internships and residencies.

In the past, the consequences of an average or below-par public service have not been nearly as serious as they are now. As the role of government grows, and as the decisions of public officials at all levels of government have a more and more direct effect both on our daily affairs and on our prospects for the future, the quality of our public service has become a major public concern. In the words of Clarence Randall, known to so many of us:

"Today, as never before, the administration of our government calls for excellence in leadership. We need thoroughly competent executives, acquainted with the most modern techniques in managing large enterprises, from cost accounting to good human relations, from sound staff work to automatic data processing. We need scientists in our race for pre-eminence in all fields of research. Above all we need a continuing source of replenishment of this talent."

I take it that is why you are here.

#

SHELF-HELP

PPBS REVISITED

Three and a half years ago this reviewer wrote for this column a 1-page analysis of books relating to the newly established Government-wide Planning, Programming, and Budgeting System. One of the problems then was finding enough books to review. Because PPBS was born in the Defense Department in 1961, it was not unnatural that what books were available in early 1966 dealt with the Defense Department. This emphasis posed a problem for management officials in civilian agencies as they found scant examples of the application of PPBS concepts to their agencies' concerns.

Today the reviewer of PPBS literature is faced with the problem of choosing among the many books available on the subject. Perhaps this phenomenon is testimony to PPBS viability.

The Politics and Economics of Public Spending. Charles L. Schultze. The Brookings Institution, 1968. 137 pp.

The most influential book in the early days of PPBS was the printed text of Charles J. Hitch's H. Rowan Gaither Lectures at the University of California, Berkeley. In 1965 he summed up the lessons of the Defense Department's experience with PPBS. Dr. Schultze's book is another milestone in the literature because in it he sums up the first 3 years' experience with PPBS in the civilian agencies. Both men were at the eye of the hurricane directing its movement—Hitch as Comptroller of the Defense Department and Schultze as Director of the Bureau of the Budget. Both books deal with the large questions, especially the hard ones.

For Schultze the big question is the relationship between analysis and politics. Is analysis compatible with the traditional political decision-making process? Dr. Schultze concludes that "systematic analysis can adapt itself to the realities of the political process." This book is must reading for the analyst who is enamored of his methodology but insensitive to the value of the traditional political process, as well as for the politically oriented person who resists knowledge about the contributions of analysis to public decision-making.

The Analysis and Evaluation of Public Expenditures: The PPB System. A Compendium of Papers—Submitted to the Subcommittee on Economy in Government of the Joint Economic Committee. U.S. Government Printing Office, 1969. 3 volumes, 1,241 pp.

Clearly next in line for recognition for his substantial contribution to the understanding of PPBS is Senator William Proxmire of Wisconsin. He not only provided a public forum for many of the best minds in the country to present their views on PPBS, but he contributed a well written foreword for the documents.

There is too much that is too good to be briefly highlighted in this space. Perhaps just an enumeration of the titles of the six sections will convince the reader of their potential worth. They are: The Appropriate Functions of Government in an Enterprise System; Institutional Factors Affecting Efficient Public Expenditure Policy; Some Problems of Analysis in Evaluating Public Expenditure Alternatives; The Current Status of the Planning-Programming-Budgeting System; The Performance of Program Budgeting and Analysis in the Federal Government; and Analysis and Evaluation in Major Policy Areas: Unresolved Issues and Next Steps.

Program Budgeting and Benefit Cost Analysis, Cases, Text, and Readings. Harley H. Hinrichs and Graeme M. Taylor. Goodyear Publishing Company, 1969. 420 pp.

Text books rarely have good cases, and case books rarely have good text. This book makes good reading and has the best set of case studies on PPBS ever written (due largely to Graeme Taylor). Eminently useful for classroom purposes, the book would also interest the general reader. It contains the finest bibliography available, with over 460 annotated references.

Two articles merit special mention, Allen Schick's "Multipurpose Budget Systems," and Chester Wright's "The Concept of a Program Budget."

Space does not permit fuller treatment of many of the fine books available, but the following deserve mention.

Planning Programming Budgeting: A Systems Approach to Management. Edited by Fremont J. Lyden and Ernest G. Miller. Markham Publishing Company, 1967. 443 pp. A fine case book that is a good starting point for the uninitiated reader because it captures many of the early writings on the subject.

Managerial Analysis. Robert E. Schellenberger. Richard D. Irwin, Inc., 1969. 454 pp. A technical book of great value to budding analysts, particularly for the clarity with which it describes decision models and their uses.

Frederick A. Praeger, Publishers, has recently produced two Special Studies—particularly useful for the manager in need of brief clear explanations. They are *The Application of Systems Analysis to Government Operations* by Guy Black and *The Planning-Programming-Budgeting Approach to Government Decision-Making* by Harold A. Hovey.

See you in three and a half years.

—William A. Medina

THE AWARDS STORY

NEW RECORDS SET

The following incentive awards records were made during Fiscal Year 1969:

- Over 147,000 employee suggestions were adopted.
- Adopted suggestions brought about economies and improvements valued at almost $200 million.
- A total of $5 million was granted in cash awards for adopted suggestions—the average cash award was $45.
- Over 110,000 special achievement awards were made for outstanding job achievement—the average cash award was $157.

Almost $111 million in benefits resulted from the over 110,000 special achievement awards. In addition, these achievements produced important intangible values such as scientific advancement, improved service to the public, and more effective accomplishment of Government programs.

The $200 million in first-year measurable savings from adopted employee ideas represents economies in the use of man-hours, supplies, equipment, material, etc.

EMPLOYEE RESULTS PRAISED

CSC Chairman Hampton, in reviewing these record achievements, said, "I am proud of the way Federal employees are making constructive contributions to increased efficiency. At a time when Government faces many demands for services, it is imperative that we search for the most economical ways to do the jobs that need doing."

He added, "We need to place continued emphasis on cost control throughout the Government. This report indicates that Federal employees are indeed cost-conscious and that they are doing their part to give the taxpayer a good return on his tax dollar."

NOTABLE AGENCY ACCOMPLISHMENTS

Army, with over $76.4 million in first-year measurable benefits from more than 28,000 adopted employee suggestions, led all agencies in benefits. These benefits represent a 36 percent increase over 1968 and set a record high for Army.

Air Force reported the second largest measurable benefits from adopted suggestions, with $60.9 million first-year benefits from over 19,000 suggestions adopted. Benefits increased over 1968 by 38 percent and set an all-time high for Air Force.

Navy's measurable benefits of $32.4 million from 20,000 suggestions also set a record for the Navy Department's suggestion program.

TOP CASH AWARDS

- $25,000 to the late Albert W. Small, National Security Agency, for inventions of exceptional value in advancing the state of the art and the productivity of United States cryptographic systems.
- $15,000 to a five-member group at Army's Picatinny Arsenal who made superlative technical contributions to the solution of complex and unprecedented problems in the development of more effective ammunition.
- $11,685 to an equipment specialist at Army Am-

SUMMARY OF GOVERNMENT-WIDE RESULTS

EXTRA EMPLOYEE CONTRIBUTIONS	FY 1969	FY 1968
Suggestions Adopted	147,093	145,623
Rate per 100 employees	5.3	5.3
Superior Achievements Recognized	110,647	97,390
Rate per 100 employees	4.0	3.5
MEASURABLE BENEFITS		
Adopted Suggestions	$195,962,977	$149,761,851
Superior Achievements	$111,859,506	$99,460,059
AWARDS TO EMPLOYEES		
Adopted Suggestions	$4,978,146	$4,799,686
Average Award	$45	$44
Superior Achievements	$15,705,920	$14,270,980
Average Award	$157	$159

MILLION DOLLAR CLUB

Benefits from Suggestions

ARMY	$76,444,422
AIR FORCE	60,948,315
NAVY	32,469,410
POST OFFICE	7,105,435
NASA	5,333,765
DEFENSE SUPPLY	2,914,077
TREASURY	1,501,606
AGRICULTURE	1,402,085

munition Procurement and Supply Agency, Joliet, Ill., for his suggestion which resulted in savings of man-hours and material valued at $10,632,100 in renovation of ammunition for current usage.

• $5,150 to two employees of Air Force for their suggestion on how $4,098,742 could be saved by using parts and equipment from a terminated computer program to reduce the need for spare-parts hardware in an on-going computer program.

OTHER SIGNIFICANT AWARDS

• A suggestion made by a quality assurance representative in the Defense Supply Agency, Dallas, Tex., changed the construction of the sleeve of tropical combat coats, and resulted in savings of material and labor costs amounting to $424,668 per year. Award: $1,475.

• Preparation of forms used with optical scanning equipment was greatly improved by attachment of a clear plastic card holder to the typewriters used for preparing the forms. This device was suggested by an employee of the Agricultural Stabilization and Conservation Service in Spokane, Wash. Savings of $160,802 were estimated in man-hours and machine time. Award: $1,215.

• The Panama Canal Company granted an award to a senior pilot with its Navigation Division who suggested that, with the aid of two-way radios, two qualified pilots (rather than the four previously required) could pilot the large bridge-aft ships in their transits through the Panama Canal. Savings were estimated at $75,000 per year. Award: $1,200.

• Reduction in procurement costs for 30 transmitters costing $5,000 each was suggested by an inventory management specialist at the Naval Ordnance Systems Command. Her suggestion was to convert available transmitters by a modification which resulted in savings of $122,550. Her award: $1,175.

• An employee of the National Aeronautics and Space Administration's Goddard Space Flight Center, Greenbelt, Md., received an award for an invention which enhances facsimile photo transmissions from weather satellites. The device is used at critical weather locations to permit additional photographic interpretation. Award: $1,600.

• A maintenance foreman at the Tule Lake National Wildlife Refuge, Calif. (Department of the Interior), received a special achievement award for his discovery of a new nematode (*Meloidogyne nassi Franklin*) on the Refuge, which led to development of farming techniques that have been instrumental in cutting down crop losses caused by the nematode. His award: $400.

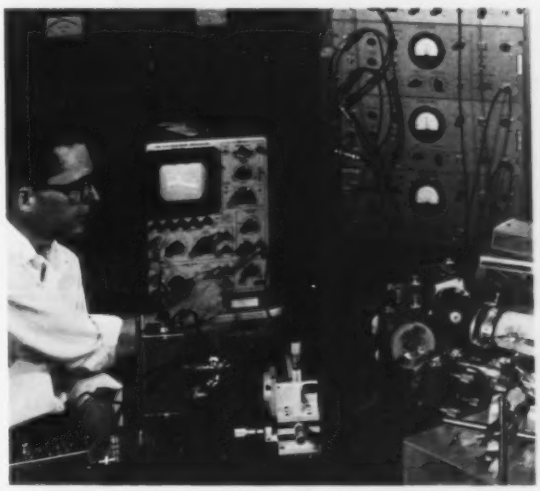
• A GS–4 office machine operator of the Internal Revenue Service, Ogden, Utah, proposed reprogramming the National Computer Center programs to run on larger size rolls of microfilm, saving an estimated $75,700. Award: $1,030.

—Dick Brengel
Assistant Director
Office of Incentive Systems

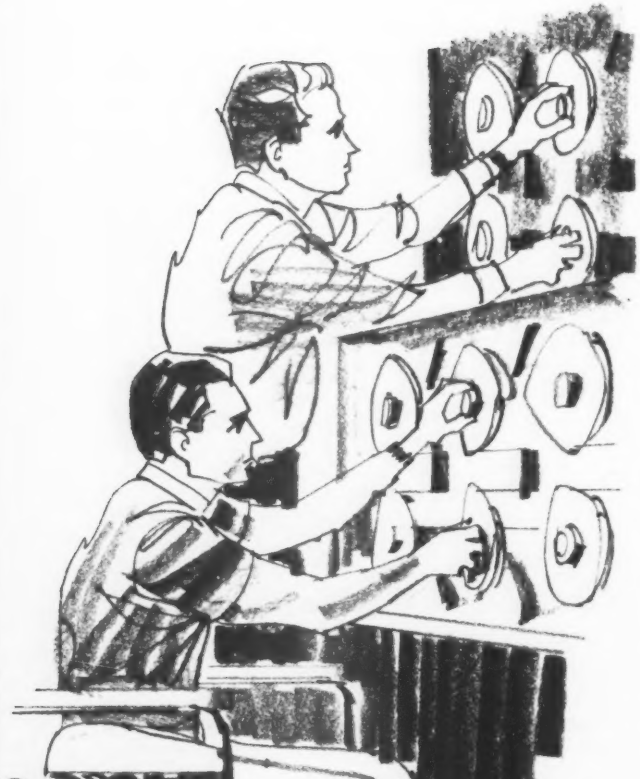
DR. JOHN L. HALL, physicist with the National Bureau of Standards, Boulder, Colo., is shown working with equipment which uses a methane-stabilized laser to achieve accuracy in length measurement that is equivalent to less than a quarter of an inch error in measuring the distance to the moon.

Dr. Hall received a special achievement award of $1,000 for this scientific breakthrough in laser measurement which, in addition to possible adoption as a new international standard of length, has important implications as an accurate length reference for geophysical measurement and in high-accuracy measurement of the speed of light. The accuracy of the Hall-type measurement will be two orders of magnitude better than that of the present atomic standard of length.

Laboratories throughout the world have sought to achieve the goal of more precise length standards—the goal reached by Dr. Hall. ***(Photo: National Bureau of Standards, Boulder, Colo.)***



The HANDICAPPED: "Mutual Benefits" in Government Service



by HAROLD RUSSELL
Chairman
The President's Committee on Employment of the Handicapped

ALL HAIL the astronauts—one of them a civilian "Government employee"—who walked on the face of the moon.

All hail "Government employees"—scientists, technicians, others—who made it possible for men to set foot on another celestial body for the first time.

All hail "Government employees" dedicating their lives to fighting cancer, tuberculosis, heart disease, multiple sclerosis, mental illness, mental retardation, and all the other ailments that beset human beings.

All hail "Government employees" serving veterans—among them growing numbers of young men back from Vietnam—by helping them adjust to useful civilian lives.

These, and thousands like them, are contributing to a new image of "Government employees" in America—no longer the "Bumbling Bureaucrat," but the "Man (or Woman) Who Gets Things Done."

Another group of Government employees also has been helping to change the image. We don't hear too much about them; they go about their jobs, they perform faithfully, but they do not get caught up in the limelight. They are the handicapped—the physically disabled, the mentally retarded, the mentally restored.

They are people like the young lady in a wheelchair who is chief dietitian at a veterans hospital, constantly on the move through the wards of the hospital as well as in her community.

Or like the blinded veteran who assembles mechanical parts by sense of touch at a naval air station.

Or like the woman who spent a quarter of a century in a mental hospital and who is now the secretary of an important Government official.

Or like the young duplicating machine operator who is mentally retarded and who has just received one of his agency's top awards for outstanding service.

Or like any of the other thousands of handicapped men and women in Government service, asking no favors, doing their jobs day after day, leading full and useful lives the same as all other workers.

They seek no recognition, no applause, no special attention. Nevertheless, I do welcome this opportunity to salute them—an apt opportunity, since National Employ the Physically Handicapped Week occurs the first full

week in October. Yet every week should be the "Week of the Handicapped." It certainly is at Government installations from Hawaii to Maine and from Anchorage to Miami!

Some 15,000 handicapped men and women enter Federal employment each year. They contribute greatly to the quality and stability of the Government's working force. They have proved to be the kind of employees warmly welcomed by management during the past quarter century.

The Federal Government, spearheaded by the Civil Service Commission, has done much to smooth their way into employment. The Government's activities might well serve as a pattern for the rest of America, public and private sectors alike.

There is a Coordinators' program—a person in every Government installation with the duty of encouraging more employment of the handicapped; of expediting applications of handicapped job-seekers; of maintaining contacts with community organizations and agencies serving the handicapped.

And there is a new "Handicapped Federal Employee of the Year" awards program—recognizing the handicapped worker who has done the most in spite of his disabilities. An awards program of this nature encourages all the handicapped to greater achievement. And it encourages management to consider the handicapped as a valuable manpower potential.

There is a special placement program for the mentally retarded—under which nearly 6,000 qualified mentally retarded men and women are holding more than 100 different kinds of jobs. Their performance on these jobs—mainly of a lesser-skilled nature—has been outstanding. In fact, many retarded workers have won awards for performance.

Then there is a special hiring program for the severely physically handicapped—a trial-period appointment taking the place of a competitive examination as a measure of ability to do the job. Nearly 400 persons now hold jobs under this program, and the numbers are growing rapidly. Among them are the blind, the deaf, epileptics, the paralyzed, and others.

And there is a similar program for placing the mentally restored—many of them seeking their first jobs after years in the hospital. For them, this program has meant a toehold for a new life. They have cherished their opportunity; their success rate has been gratifying. The course on "The Manager's Role in Occupational Mental Health" sponsored by the Commision is an indication of the Government's continued dedication in this area.

Then there are specific hiring projects of various agencies: the Post Office Department program of hiring the deaf to train as operators of mechanized distribution equipment; the Internal Revenue Service and Social Security Administration program of training the blind to be taxpayer and beneficiary representatives, handling queries of all sorts by telephone; and a number of others.

And then there are President Nixon's words on employment of the handicapped in the Government service: "It is the policy of this Administration, in staffing the Federal service, to give full consideration to the employment and selective placement of the handicapped," he said.

He went on: "I have personally observed the mutual benefits that derive from hiring the handicapped, and I want this 'good business' to continue and prosper."

These, then, are among the components of the Federal Government's efforts to open its doors to the handicapped. A Presidential policy statement; an awards program; special hiring practices for those with special needs; innovative projects by agencies; much more.

What more could be needed?

There is need for more—a need that relies on administrators and decision-makers for implementation.

There is need for a new set of attitudes about the handicapped, from top level to bottom. It is a frame of attitudes that concentrates, positively, on what a person CAN do; and not, negatively, on what he CANNOT do. It is a framework that recognizes that there can be valuable abilities and potentials among all people, the handicapped included.

There is need for more intensive education of supervisors. It is they who, by and large, have a major voice in who shall or shall not be hired. It is they who must orient new employees. It is they who must build a climate of acceptance toward new employees. And it is they who must be convinced of the capabilities of the handicapped.

There is need for making more use of Coordinators in all Government installations and offices. Seeking to fill jobs? Let them be among the first to know. Give them a chance to search for qualified handicapped manpower in the community. Call on them. Why wait for them to call on you?

Finally, there is need to realize that the Government's program of encouraging employment of the handicapped is quite consistent with the Government's quest for top quality employees. The handicapped do have abilities. They do have the will to work. They do have the proper motivation. Very often they lack but one thing: a chance.

The chance must come from the Government agencies and departments.

The United States Government can be proud of its record of hiring the handicapped. It is a record that demonstrates a true concern for people. It is a record that has been reinforced by the performance of the handicapped on the job. All I ask is that we do not rest on our laurels. Records are made to be broken. We can break this one, too, and give even more handicapped men and women new hope in their lives.

Just as importantly, we can see to it that the mutual benefits of placing qualified persons who have disabilities in jobs they can do very well continue and expand in the years ahead. #

Neil Armstrong Civil Servant on the Moon

THE FLIGHT OF Apollo 11 was a team achievement—with thousands of men and women on the ground and three men alone in the vastness of space united in reaching the long-sought goal of a lunar landing. While USAF Lt. Col. Michael Collins remained in lunar orbit and USAF Col. Edwin E. Aldrin was taking photographs from inside the spacecraft, Neil A. Armstrong—spacecraft commander, civil servant—set foot on the moon.

For Armstrong, scoring firsts is standard. As a project pilot, he was the first to fly the No. 3 X–15, eventually reaching a speed of 4,000 miles an hour and an altitude of over 200,000 feet. He was the first career civil servant to be selected as an astronaut, and as command pilot for the Gemini 8 mission, performed the first successful docking of two vehicles in space.

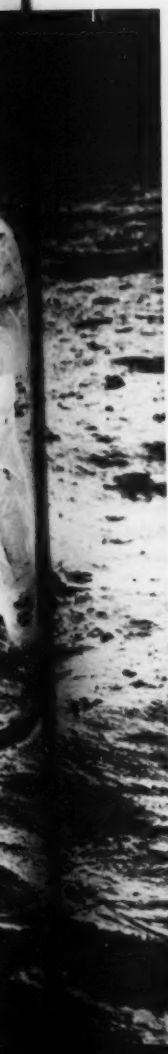
Following service as a naval aviator and graduation from Purdue University, Armstrong began his civil service career in 1955 as an aeronautical research pilot for the flight propulsion laboratory that later became NASA's Lewis Research Center.

Photographs courtesy of National Aeronautics and Space Administration.

Commander Armstrong is reflected in Astronaut Aldrin's face visor as he walks near the Lunar Module.

The deployment of the United States flag on the moon is photographed by an automatic camera in the LM window. Armstrong (*left*) and Aldrin mount the flag that established Tranquility Base.

The Apollo 11 crew members are all smiles as they peer out the window of the mobile quarantine trailer on board the recovery carrier *U.S.S. Hornet.*



Before the moon, in his X–15 days, Armstrong is shown being suited-up for a flight and in the research aircraft itself.

TRAINING DIGEST

BUREAU OF CUSTOMS

The Treasury Department's Bureau of Customs is currently presenting a special program in systems analysis at its National Training Center at Hofstra University, Hempstead, Long Island, N.Y. Participants were selected from among employees within the service. The curriculum includes courses in computer systems analysis conducted by American University at the training center. It also includes in-house seminars consisting of management studies and applications relating to the Bureau. One seminar will focus on team solutions of customs problems. In another, each student will write a paper on a customs problem and will then present and defend his proposals before a team of university professors, representatives from Customs, members of the training staff at the National Training Center, and fellow trainees.

After completing the program, trainees should be able to perform systematic observations and scientific analysis concerning operations in all areas of the Customs Service, design and develop automated systems, draw up flow charts, perform statistical analysis, understand computer languages, identify limitations of hardware in current use, and make realistic projections and recommendations concerning future applications.

Training is presented in three phases. During the summer, trainees studied such basic courses as introduction to computer programming and data processing. Classroom instruction in statistics, logic, and management functions in the Customs Service was supplemented by programmed instruction in statistics. Advanced training will include techniques of research and interviewing, operations research, report writing, and systems design for business operations, as well as advanced classes in computer programming and automatic data processing systems. Phase three will include seminars and workshops.

FROM NINE TO FIVE

Of interest to managers who are concerned with the implications of President Nixon's new Executive order on equal employment opportunity (No. 11478, August 8, 1969) is the announcement that "From Nine to Five" will be offered again to Federal departments and agencies in 1969–70. This televised training course for clerical employees was developed by Washington's educational TV station, WETA/Channel 26, in cooperation with the Civil Service Commission. Four pilot sessions met with enthusiastic agency acceptance, with over a thousand students from the Washington area enrolled. Because of the success of these pilot sessions, the program will be available in the New York region in October 1969 and in other areas of the country in 1970.

An evaluation was made of the first session, based on comments by students and their supervisors. A second evaluation, based on survey questionnaires received from students and their supervisors for classes two and three, showed that the course improved significantly as initial problems, e.g., difficulty with television reception and instructor unfamiliarity with course organization, were resolved. In addition, suggestions made by supervisors and students in the course evaluations have led to appropriate changes in the course materials for the new program offerings.

The recent evaluation, which revealed that training needs in the areas covered by the course were reduced by 85 percent, are being distributed to all agency training directors and past course instructors. Three additional programs have been scheduled for the Washington area: October 20–December 12, 1969, February 2–March 20, 1970, and April 6–May 22, 1970. For more information contact Mrs. Kathleen Fulton, CSC, area code 202, 632–5647 (code 101–25647) or write to WETA/Channel 26, 2600 4th Street NW., Washington, D.C. 20001.

TRAINING BULLETIN

The 1969–70 edition of the Interagency Training Programs Bulletin, which provides information on Government-sponsored training in the Washington area, has a new format and has been expanded from about 450 listings last year to 612 this year.

The Bulletin is divided into 3 sections: (1) OPEN INTERAGENCY TRAINING lists and describes courses offered to employees of any agency. Courses are grouped in 5 divisions: Administrative, Managerial, and Supervisory; Technical; Clerical and Office Skills; Trades and Crafts; and General Purpose. (2) LIMITED INTERAGENCY TRAINING lists courses designed primarily for the offering agencies' employees but available to other agencies on a space-available basis. A point of contact for further information or for making nominations is included. (3) GENERAL SUBJECT AREAS lists subjects in which agencies plan or would like to develop courses during FY 1970, and is designed to increase sharing of resources to develop programs of mutual benefit.

The Commission has made a courtesy distribution of its 1,700 copies originally printed. There are no more available from the Commission, but additional copies may be purchased from the Superintendent of Documents, Government Printing Office, for $1.25 each.

—G. Clifford Boocki

New Directions in EQUAL EMPLOYMENT OPPORTUNITY

by Robert E. Hampton, Chairman
U.S. Civil Service Commission

. . . an address on plans for charting a new course in equal employment opportunity, presented at a meeting in Washington on September 4 of key agency officials—Department Assistant Secretaries for Administration, Agency Executive Directors, Directors of Equal Employment Opportunity, Directors of Personnel, and Coordinators for the Federal Women's Program.

BY THIS TIME, each of you has no doubt made his own analysis of Executive Order 11478. You've also had a chance to ponder the contents of the report we sent to the White House, and time to evaluate the import of the President's memorandum to department and agency heads.

Along with the Civil Service Commission staff, you are the people in Government most familiar with the subject matter in these papers. Many of you, in fact, made valuable contributions to the study and review on which our report and recommendations to the President were based.

The documents released by the President on August 8 state, clearly and frankly, how this Administration looks at equal employment opportunity, what it sees, and what it wants and expects.

For the first time in an Executive order, the President of the United States has detailed the responsibilities of his top managers for affirmative action to achieve equality of opportunity in Federal employment.

I am not, therefore, going to "interpret" the Executive order or the other issuances. There are no hidden meanings. There are no subtleties of emphasis. There is no question of fact, of conclusion, or of intent. There is, however, a lot to be done.

There is a lot to be done because the President's order—and his memorandum—*do* mean exactly what they say.

The President acknowledges that which has been accomplished in the vital area of equal employment opportunity, but in the same sentence of the Executive order he calls for additional effort.

Further, the order underlines the integral relationship of equal employment opportunity to every aspect of personnel policy and practice.

The composition of the group here today recognizes the importance of the work to be done, and the necessity for cooperative interaction among those who are going to see that it *is* done.

I think it is in the true spirit of the Executive order that we launch our renewed equal opportunity efforts in joint meeting of the men and women who are responsible within Federal agencies for overall administration, for personnel administration, and for direction of the equal employment opportunity and Federal women's programs.

I believe, furthermore, that we must continue from here on out to assure that equal employment opportunity and personnel management programs are so identified with one another that each of you, regardless of title, will be pursuing the same overall goals in every activity affecting the people who work in your agencies.

If there remain any areas in which equal opportunity goals appear to be incompatible with those of good, sound personnel management, then the apparent differences must be identified and must be resolved.

We all know that serious problems remain. Indeed, they have been candidly identified in our report, and the President has addressed himself to them specifically.

We are also all aware of proposed solutions which seem to suggest a lack of confidence that a merit system of employment can also be a fair system of employment.

The only view to which I can subscribe is that the Federal merit system not only *can* be administered equitably, but that it *must* be so administered. Public policy, personal integrity, and common decency permit nothing less.

For the past several years, you have in fact demonstrated the capability of the Federal merit system to accommodate itself to the Nation's pressing social needs while at the same time it fulfills its basic function of staffing Government agencies with the best available talent.

Equal employment opportunity efforts, conceived and carried out within the merit context, have resulted in jobs for many people of all races. The gainful employment of these individuals would certainly have been a problem in the absence of such equal opportunity efforts.

One out of five Federal employees is a Negro, or an American Indian, a Spanish surnamed American, or an American of Oriental ancestry.

Before we analyze this statistic to death, and try to find something wrong with it, let's reflect on it positively. Let us give the Federal merit system credit for having proved itself capable of affording minority Americans an opportunity to obtain employment in fair competition with all their fellow Americans.

And let us remember that, in the process:

- We did *not* abandon our recruiting and placement practices; we sharpened and strengthened them.
- We did *not* lower the standards for employment; we made them more realistic, more relevant, and more serviceable.
- We did *not* dilute the examination process; we made it more efficient, more responsive, and more comprehensive.
- And, perhaps most important of all, we did *not* create within the Government service a second-class citizenry based on condescending favoritism; rather, we preserved and enforced the letter and the spirit of the law—appointment "with sole reference to merit and fitness."
- We have stressed the application of our equal employment opportunity activities to *all* persons who can benefit by them—without reference to ethnic origin or sex—and we have no plans to change this fundamental approach.

Those of us here today know better than anyone else that the equal employment opportunity progress reflected in the "one out of five" statistics didn't just happen.

We know that behind this statistical evidence of progress there were positive efforts at the headquarters and the grassroots levels—throughout Government. Those efforts began the transformation of the *ideal* of equal opportunity into the *reality* of equal opportunity. I join the President in commending you for them.

However, now we must apply ourselves with renewed vigor to the job which remains.

We have opened the doors of job opportunity to many persons to whom they had been closed. We have tapped a potential for public service that had all too often been left untapped. Now, the most challenging aspect of the job remains.

A large percentage of minority employees and women are concentrated at the lower levels of the Federal service. We cannot afford to leave languishing at the entry levels of the job structure any employee who has the will and the ability to move upward—especially those who are there because of social deprivation, discrimination, or economic disadvantage. This potential must be developed and fully utilized. At the same time, we have neither the inclination nor the authority to abandon the merit principle that each employee's progression up the job ladder shall reflect successful competition among individuals qualified and eligible for advancement.

These two precepts present me with no dilemma; nor do they suggest any need for a middle ground of compromise.

They require, rather, that we now direct our talents and our efforts toward helping the employee who wants to move up, and who has the potential for upward mobility, to get the preparation and training he needs in order to compete on an equal footing.

This is the essence of real equal opportunity, and it is the main thrust of the President's new directions for the equal employment opportunity program.

We will accomplish this aspect of equal opportunity using the same tools and building blocks with which we created the program's solid foundation—your ingenuity and ours; your hard work and ours; your dedication and ours; and a mutual agreement among us all that we *can* and *will* work closely with each other in this undertaking. We must secure the cooperation and involvement of all our employees, and seek the active involvement of the educational community.

To assure success, we will have to enlist the help—the *active* help—of every manager and supervisor in the Federal work force.

We have clearly not done all that can be done to assure the understanding and cooperation of everyone whose wholehearted support is essential to full program success.

We must now take the necessary steps to assure that every employee who has a responsibility for managing our precious human resources is aware of his role in equal employment opportunity, and knows how to carry it out.

We have the know-how to provide the necessary leadership to our supervisors through training and communication; and we have the authority to follow up with evaluation, and with recognition or corrective action, as appropriate.

We must put our know-how to work, and exercise our authority judiciously, fairly, and effectively. We can and must create an awareness of the equal opportunity implications of every personnel relationship.

With this awareness will come, I feel, an equally universal acceptance of the good faith in which our equal opportunity activities are conceived, and with which we carry them out.

Our program must be effective in terms of visible and measurable results. At the same time, we should not lose sight of the fact that effective results often depend on the credibility of the efforts leading to them.

Our overall program will be a credible program, because it will be an honest program. It will not dwell on numbers. It will follow through on what it promises and it will make no unrealistic offerings in response to unfounded criticism.

We will, on the other hand, respond affirmatively to legitimate and demonstrable needs for action regardless of the manner by which they are brought to our attention.

We acknowledge, for example, that the professional and managerial levels of our Federal work force, particu-

larly in some occupations, reflect comparatively little success at recruiting minority Americans and women into these better paying and more influential jobs. We assume that there is a potential here that we have not yet adequately explored, and we will intensify our activities in reaching all sources of job candidates.

At the same time, we must bear in mind that most of the individuals in Government's higher level positions represent the success stories of competitive progress through a career system—a system in which few minority group persons matriculated at professional entry levels at the time most of today's managers were beginning trainees.

The picture has changed, however, and recent years have seen a dramatic increase in the rate of advancement for minority groups into the middle levels of Federal employment.

Between 1965 and 1967, for example, Negro employment at the GS–9 through GS–11 levels increased by 38.4 percent—a *net* addition of over 3,500 jobs in the grades from which our future managers will be chosen and, in fact, are already being chosen.

By way of comparison, total employment at these levels rose only 11.9 percent during the same period—an increase rate exceeded by other minorities as well as Negroes.

We need to continue and intensify the efforts which attract increasing numbers of minority group applicants to our professional entry levels; and we need to work in close harmony with the educational systems and institutions on which we depend for the preparatory training these young people must have to get a place on the ladder to success.

We recognize also the need for a more sophisticated data base for evaluative and diagnostic purposes. With your help and suggestions, we are developing new procedures under which you will shortly be authorized to maintain, on ADP equipment, current statistical information on minority group employment.

This improved capability for data maintenance will be an adjunct of an intensified program of Commission inspection and agency self-evaluation of equal employment opportunity activities and progress. This coordinated evaluation system will furnish comprehensive data for the periodic information and personal attention of the President.

These and many other actions are included in our plans for implementing the President's new directions in EEO. All of them presuppose a partnership relationship among Directors of EEO, Directors of Personnel, and other agency officials; and between the Civil Service Commission and the agencies.

Equal employment opportunity is not a Civil Service Commission program. It is the moral obligation of every American as recognized by our Constitution and the President.

Before closing, let me say a few things that need to be said. Many critics keep calling for a *tough* policy. They see equal opportunity as something that needs special enforcement efforts. They want quotas, tokenistic appointments, and immediate statistical results at the top levels of Government. They see measuring devices, such as tests, as tools for discriminating against minorities. These attacks are general; they offer no remedies and no viable alternatives. Some of them come from extremists who seem to feel that anything not developed by, and specifically for, them is directed against them. The claim of these vocal few to being spokesmen for the minorities is also a very dubious claim. The purpose of some has been to undermine public confidence and generate confusion.

Let me answer some of these critics for the record.

Without tests in a public personnel system, we would have chaos. However imperfect they may be, objective tests have been basic instruments in working for equality in employment for everyone, including minorities. The elimination of all testing would leave the door wide open to every kind of discrimination.

We will improve our methods and will assure ourselves that our tests are not culturally biased, but we will not be overrun by our critics.

Second, we do not have to be tough and stand around with a club to enforce equal opportunity in the Federal Government. That bridge was crossed some time ago. What we need is understanding, cooperation, and involvement—only in this way will we achieve lasting results.

Let me add that trying to achieve results through cooperative efforts does not lessen our commitment to an affirmative action program, nor our commitment to the elimination of all vestiges of discrimination. For these are our ultimate goals.

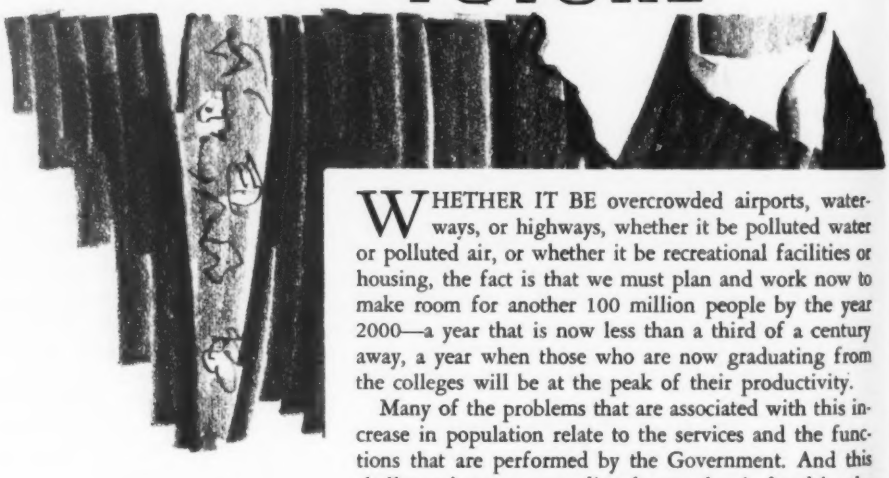
Lastly, the Commission has an EEO program leadership and guidance role, under Executive Order 11478, which is also inherent in our basic mission as the Federal Government's central personnel agency.

We have already taken steps to improve and upgrade our organization to carry out these stewardship responsibilities.

Nick Oganovic, Executive Director of the Civil Service Commission, is now Coordinator for the Government-wide equal employment opportunity program, with personal responsibility for carrying out provisions of the new Executive order and the President's memorandum to agency heads. He will work under my personal direction, and that of Commissioner Johnson and Commissioner Andolsek.

We will be meeting again with personnel directors and directors of equal employment opportunity very soon to talk about the program in much greater depth and detail. We'll let you know as soon as firm arrangements have been made for this seminar. We'll ask some of you to assume resource and leadership roles, and we hope all of you will be prepared to contribute to a profitable exchange of ideas. #

A LOOK TO THE FUTURE



by BERNARD ROSEN, Deputy Executive Director
U.S. Civil Service Commission

WHETHER IT BE overcrowded airports, waterways, or highways, whether it be polluted water or polluted air, or whether it be recreational facilities or housing, the fact is that we must plan and work now to make room for another 100 million people by the year 2000—a year that is now less than a third of a century away, a year when those who are now graduating from the colleges will be at the peak of their productivity.

Many of the problems that are associated with this increase in population relate to the services and the functions that are performed by the Government. And this challenge becomes very directly one that is faced by the colleges and universities because the principal source of our leadership talent to perform these functions will continue to be our colleges and universities.

What about the manpower needs of Government? What about the college students who will be the future leaders? What must *we* do to influence the future?

As a high-priority issue, we must continually look ahead to replacing the leadership in our society—in

academia, in business and industry, and in Government.

As our society grows ever more sophisticated and complex, so do the demands that are placed upon the Federal Government by the American people. The makeup of the Federal work force is continually changing. It is part of a changing American scene. It is part of the changing American manpower picture. And, in keeping with that trend, we see larger and larger professional staffs in industry and Government alike.

Our forecast is that the Federal Government will have about the same total number of employees three years from now, yet the number of positions in the professional field will increase by about 12 percent. In some professions the increase will be higher. For example:

- accounting will increase by about 19 percent,
- physics by 18 percent,
- electronic engineering by 21 percent,
- social insurance administration by 23 percent, and
- computer specialists and related fields by about 35 percent.

Although Government's needs in certain occupational areas may diminish from time to time, there will always be a need for top talent.

TODAY'S STUDENT

A casual observer looking at the college scene today might be justifiably distressed by the dissidents beating the drums. Among *some* students and on *some* college campuses, there are violent demonstrations infringing on the rights of others, unrest, and a viewpoint that only through violent confrontation can social progress be made in America. Sometimes there is a substitution of so-called "gut reactions" and "non-negotiable demands" for reason and sound analysis of the complex problems facing our world, and sometimes a lack of perception of history and the progress we have made through cooperative efforts and persuasion in the marketplace of ideas.

Much has been written and said on how we got where we are. Some say it's due to permissiveness in the upbringing of our youth, a failure in making them toe the line, or that an affluent society leads our youth to take things for granted, or that an age of violence is fostered by our communication media. Others single out youth's distrust of their elders' preachments which are *not* in harmony with their actions, a growing communications gap between the generations, or the fact that young people reaching intellectual maturity at an earlier age resent deferred responsibilities.

In spite of all this, can we be anything but optimistic? While I am appalled by the force and violence accompanying the confrontations rocking our academic and other institutions and recognize the need for peace and order, I see great hope in the interests and concerns of the vast unpublicized majority of our Nation's youth.

Today's young college graduates are brighter and more perceptive, more demanding and questioning, and more critical. They care enough to be informed—to be socially aware; they care enough to identify problems—our social ills; and they care enough to do something about these problems. They have a spirit and idealism that 10 or 15 years ago we were desperately seeking in what we then called our passive youth.

Many of the attributes of the vast majority of college students *are* what we are looking for in future leaders. I think it is what the colleges are looking for. I *know* it is what the future demands.

Our special challenge is to get the idealism and spirit of the students into the solution of the problems that face us. One of the great contributions of the young generation has been to keep before us the shortcomings of our present society: We have war when we desire peace, we have poverty amidst plenty, and almost 200 years after the Declaration of Independence and the Bill of Rights, we still have racial injustice.

WHERE THE ACTION IS

There is a tremendous desire on the part of young people today to take part in the decision-making process. They want a piece of the action. *Now!* Good!

And where is the action?

Where are our international and space programs being developed?

Where are the problems of national interest and national security being defined and wrestled with?

Where is positive action being initiated to help more people achieve a better life?

In the vital areas of providing better and more education for our children, reducing poverty, advancing good health, improving conditions in urban and rural areas, strengthening social security for the aged and the disabled, and encouraging sound use of our natural resources, the action is generally with public institutions. Some is with academia, most is with government: local, State, and Federal—and Federal has a big piece of the action.

In any large organization, there are a number of jobs that require a large body of technical knowledge that can only be gained by unglamorous shirt sleeve work. There is no short-cut way to gain expertise. Yet, it is only by gaining expertise that one can meaningfully participate in the decision-making process.

We *need* people who question, who innovate, who create, who take risks. We must try new approaches, where the outcome cannot be predicted with certainty. And the young have a special capacity for this. But we also know that the ability to *initiate change* and *influence decisions* will depend upon the knowledge acquired and the record of accomplishment.

—from a talk before college and Federal agency representatives at the 11th annual conference of the Southeastern Federal Recruiting Council at Orlando, Fla., on July 31, 1969.

Can the young acquire this knowledge and competence before they lose their zeal for change? Before they become submerged into the Establishment with a house in the suburbs with a two-car garage and a five-figure mortgage? I'm sure they can.

The thrust of our effort—the effort of Federal managers—is directed at solving problems, making the best possible use of people, and doing the work of Government as effectively as possible. We are concerned that our employees do necessary, productive, and insofar as possible, challenging work.

SURVEY RESULTS

We must do more to get the real message on the world of work to the students. A check we made with several thousand recent college hires in Government showed that about two-thirds felt that recruiters did represent the job accurately. This means that one-third felt the job was not represented accurately. The Federal recruiters and the college placement specialists and faculty have a special responsibility in this regard.

We must challenge and stretch the abilities of younger people in the work situation. Eighty-five percent of the graduates with whom we checked felt they were doing good work, but this means that a significant number felt their assignments were not sufficiently challenging or did not require them to be creative.

We must provide open channels of communication. We must have continuing interaction between management at all levels and the young trainees. The younger people must be heard.

We in the Civil Service Commission are trying to challenge our traditional practices in recruiting and in the development of younger people. Following are some of the things on which we are working.

JOINT EFFORT FOR TALENT

One is the Joint Effort for Talent (JET) experiment in joint campus visits. These visits, planned at 30 colleges and universities during the 1969–70 academic year, can teach us a variety of lessons:

—Do such joint visits give us a bigger return on our investment in recruitment?

—Do they give students a more comprehensive picture of the wide range of opportunities in the Federal Government?

—Do they build more interagency referrals of talented people, or are they less efficient than the traditional practices of individual agency visits?

We are challenging the system. We want to know through experimentation what works the best. We think JET is worth a real try.

On another front, smaller Federal agencies, who lack the resources to embark on nationwide college recruiting programs, are combining their efforts for a bigger impact. A new brochure, "Are You Unique?" has been published through the cooperative effort of these smaller agencies. This we see as the beginning of other joint efforts by the smaller agencies which eventually could involve mutual representation on college campuses, jointly financed exhibits, and joint advertising.

Yet another new effort is reflected in career centers designed to reach college graduates with some work experience, i.e., relatively recent college alumni. Experimental Federal Career Centers will be conducted this fall in New York and Los Angeles.

Engineers, scientists, and computer specialists will be encouraged through wide-scale publicity to visit a central point where recruiters from many Federal agencies will be available to interview them. Our theme will be: "Through One Visit, Many Job Opportunities." This we see as a new approach to reaching the experienced professional and capitalizing on the job turnover of young professionals in the early years of their employment.

Another exciting start is the White House Executive Intern Program, an experiment this summer involving 75 college students who have been placed with some of the Government's top executives. They are getting a first-hand exposure to the decision-making levels of Government and an opportunity to be heard at those levels. All will return to college this fall. The experience with this program will be helpful in planning future programs for college students during the summer months.

And let me mention just one more innovation—a practice initiated within the Civil Service Commission and one that we have encouraged other agencies to adopt. This is the participation of young professionals in our top-level executive meetings.

Our objective is to give them an opportunity not only to hear, but to participate in these meetings. We want them to see the many facets of the complex issues facing Government, to weigh the alternatives with us, and to offer solutions to these problems.

Viewing this spectrum of change, you can see that we are giving special emphasis to getting talented young people into the right jobs where they can fully use their abilities. Our problem is not creating challenging work—the issues facing Government provide this. Our challenge is to rethink the distribution of responsibilities and to give more younger persons the chance to stretch their abilities in tough, responsible assignments.

In all these areas—recruitment, placement, and career development—we must test our practices, continually ask questions, and push ahead to meet the needs of the future.

As we look to the future, you and I can see the increasingly critical role of the Federal service as a cutting edge in the attack on the problems that face this Nation. We cannot settle for less than the keenest young people to join us. We in the Commission promise them no less than our best to help them grow to leadership. Your help will bring us together. #

A Look at LEGISLATION

Personnel legislation enacted by 91st Congress, first session, and approved by the President, as of summer recess, August 13, 1969:

PERSONNEL CEILING

Public Law 91–47, approved July 22, 1969, the Second Supplemental Appropriations Act of 1969; section 503 amends section 201 of the Revenue and Expenditure Control Act of 1968 (Public Law 90–364) by repealing the limitation on the number of employees who may be appointed to positions in the executive branch of the Government.

Status of major personnel legislation on which some action was taken by the 91st Congress, as of summer recess, August 13, 1969:

ALLOWANCES

H.R. 524 provides authority to pay an allowance not to exceed $10 per day to defray the commuting expenses of all civilian employees of executive agencies assigned to duty at remote worksites.

Hearings completed in the House; pending before House Post Office and Civil Service Committee.

H.R. 2784 amends subchapter IV of chapter 59, title 5, United States Code, by adding a new section 5947, to authorize the Corps of Engineers to furnish an appropriate allowance to certain employees, in lieu of quarters and subsistence, when circumstances prevent the furnishing of the quarters or subsistence.

Hearings completed in the House; pending before House Post Office and Civil Service Committee.

H.R. 10167 amends chapter 41, of title 39, United States Code, to direct the Postmaster General to provide and maintain work clothing for employees engaged in the repair or maintenance of vehicles.

Hearings completed in the House; pending before House Post Office and Civil Service Committee.

EMPLOYEE-MANAGEMENT RELATIONS

S. 2460, to provide for improved employee-management relations in the Federal service, and for other purposes.

Hearings began in the Senate; pending before the Senate Post Office and Civil Service Committee.

H.R. 4803 and related bills provide for improved employee-management relations in the postal service.

Hearings began in the House; pending before the Postal Operations Subcommittee of the House Post Office and Civil Service Committee.

HEALTH BENEFITS

S. 1772 amends title 5, United States Code, to change the Government's contribution to the premium cost for health benefits by eliminating the present dollar amounts and setting the contribution at amounts equal to one-half of the less expensive of the two Government-wide high option plans. This would increase the Government's biweekly contribution from $1.68 to $3.33 for self-only enrollment and from $4.10 to $8.13 for a family enrollment in most cases.

Hearings completed in the Senate; pending before the Senate Post Office and Civil Service Committee.

INTERGOVERNMENTAL PERSONNEL

S. 11, the Intergovernmental Personnel Act of 1969, includes the following provisions:

Title I provides for the President to appoint an advisory council on intergovernmental personnel policy from Federal and State governments, educational and training institutions, public employee organizations, and the general public to study and make recommendations to the President and Congress on intergovernmental personnel policies and programs.

Title II authorizes the Civil Service Commission to make grants to States, and under certain circumstances directly to local governments to develop programs to strengthen State and local governments and to furnish personnel administration services to State and local governments; permits the Civil Service Commission to join State and local governments in cooperative recruiting and examining activities on a shared-cost basis and to coordinate its activities with similar authorized Federal programs. It transfers to the Civil Service Commission all functions, powers, and duties of Federal agencies related to establishment and maintenance of personnel standards on a merit basis as required by existing grant-in-aid programs (except those related to civil defense).

Title III authorizes Federal agencies to provide, on either a nonreimbursable or a reimbursable basis, training for State and local employees by admitting them to training programs for Federal employees, and by providing or conducting training for those engaged in grant-in-aid programs. It authorizes the Civil Service Commission to make grants to State and local governments to carry out training and educational programs, and to support Government Service Fellowships for their employees at educational institutions for periods of full-time graduate study, not exceeding two years.

Title IV authorizes the assignment or detail of employees, with their consent, between the Federal Government and State and local governments for periods up to two years, and provides for extending such assignments for not to exceed two additional years under certain conditions. It provides that Federal employees so assigned would suffer no loss of employee rights or benefits.

Title V authorizes the Civil Service Commission to administer and coordinate the provisions of the act. It establishes a revolving fund to be available, without fiscal year limitation, to finance training and such other functions as are authorized or required to be performed by the Commission on a reimbursable basis by this act.

Hearings completed in the Senate; pending before the Senate Committee on Government Operations.

LEAVE

H.R. 12979 amends title 5, United States Code, to permit Federal employees to serve as witnesses in certain judicial proceedings without loss of pay or charge to annual leave.

Reported to the House; pending House action.

PAY

H.R. 13000 amends title 5, United States Code, to implement the Federal employee pay comparability system, to establish a Federal Employees Salary Commission and a Board of Arbitration.

Hearings completed in the House; pending before the House Post Office and Civil Service Committee.

POSTAL PAY

H.R. 10000 amends title 39, United States Code, to automatically increase the classifications of positions in Level 2 through Level 6 of the Postal Field Service.

H.R. 11000 amends title 39, United States Code, to raise most of the key positions in the postal levels by one level.

Hearings completed in the House on both bills; pending before the House Post Office and Civil Service Committee.

POSTMASTER APPOINTMENTS

S. 1583 eliminates Presidential nomination and Senate confirmation of postmasters at first-, second-, and third-class post offices and provides that all appointments be made by the Postmaster General.

Passed Senate; pending before House Post Office and Civil Service Committee.

H.R. 4, the Postal Reform Act of 1969—Title II, contains provisions similar to S. 1583.

Hearings completed in the House; pending before House Post Office and Civil Service Committee.

POSITION CLASSIFICATION

H.R. 13008, the Job Evaluation Policy Act of 1969, directs the Civil Service Commission to prepare a comprehensive job evaluation plan for all civilian positions in the executive branch which, if adopted, would replace all the evaluation systems now being used (e.g., General Schedule, Postal Field Service, Foreign Service, TVA, etc.) and would be supervised, managed, and revised by the Civil Service Commission.

Hearings began before the Position Classification Subcommittee of the House Post Office and Civil Service Committee; pending before the subcommittee.

PREMIUM PAY

H.R. 10052 amends section 5545(c)(2) of title 5, United States Code, to authorize agency heads, under certain conditions, to grant additional compensation on an annual basis to employees who perform substantial amounts of irregular unscheduled overtime duty, and duty at night, on Sundays, and on holidays.

Hearings completed in the House; pending before the House Post Office and Civil Service Committee.

RETIREMENT

H.R. 9825 amends subchapter 83, title 5, United States Code, to improve the financing of the civil service retirement system, and to liberalize benefits.

Title I, Civil Service Retirement Financing, provides that: (1) full normal costs of benefits will be met through equal contributions from employees and agencies and increases contributions from employees from 6½ percent to 7 percent and from congressional employees from 6½ to 7½ percent effective beginning with the first pay period in January 1970; and (2) the Government fully finance future unfunded liabilities resulting from benefit liberalizations through direct appropriations to the fund in equal annual installments over 30-year periods.

Title II, Civil Service Retirement Benefits, provides that: (1) the average salary period be changed from high-five to high-three years; (2) the 15-year limitation concerning the special computation for congressional employees be removed; (3) unused sick leave be credited for annuity computation purposes, allowing credit for one month of service for each 22 days of accrued sick leave in computing an employee's annuity or that of his surviving spouse; (4) one percent be added to the actual change in Consumer Price Index in granting each annuity increase; and (5) the remarriage provisions would be extended to certain surviving spouses whose marriage occurs on or after July 18, 1966.

S. 2754, in addition to the above provisions: (1) increases contributions of Members of Congress from 7½ to 8 percent; (2) exempts from Federal income taxation up to $3,000 of a retiree's annuity; (3) extends annuity

protection to survivors of Federal employees by reducing the necessary service from 5 years to 18 months; (4) increases survivor annuities for employees retiring on disability as well as all annuities of all surviving children presently on annuity and those who will receive annuities in the future; and (5) requires an annual payment from the Treasury to the Retirement Fund equal to the full amount of annuity payments resulting from crediting military service toward civil service retirement.

The House bill passed the House. Both bills were reported to the Senate; pending Senate action.

SUPERGRADES

S. 2325 and H.R. 12476 amend section 5108, title 5, United States Code, to increase the number of positions which may be placed in grades GS–16, GS–17, and GS–18 as follows: increases from 2,577 to 2,727 the number of positions which the Civil Service Commission may place in grades GS–16, GS–17, and GS–18; increases from 28 to 44 the number of such positions for the Library of Congress; increases from 64 to 90 the number of such positions for the General Accounting Office; increases from 110 to 140 the number of such positions for the Federal Bureau of Investigation; and removes the quota restrictions on the number of top-level engineering and scientific positions in the National Security Agency.

Hearings completed in Senate on S. 2325; pending before the Senate Post Office and Civil Service Committee. The House bill is pending before the House Post Office and Civil Service Committee.

TRAVEL

H.R. 337, as passed the House amended, amends title 5, United States Code, to increase the maximum per diem allowance for employees traveling on official business from $16 to $22 a day, the maximum allowance under unusual circumstances from $30 to $35, and the maximum additional allowance for travel outside the continental United States from $10 to $15.

Passed House; pending before the Senate Committee on Government Operations.

—Ethel G. Bixler

RECRUITERS ROUNDUP

PROFESSIONAL CAREERS IN GOVERNMENT PROGRAM

A new look in Federal recruitment will make its debut in New York City this November with the opening of the first Professional Careers in Government program. Lasting for 3–5 days, this pilot project will represent a combined effort by Federal agencies to attract college graduates with some professional-level work experience to a central point for employment interviews.

A second program will be held in Los Angeles in January. These two experiments will serve to determine the feasibility and desirability of conducting large-scale interagency recruitment drives in major metropolitan areas across the country.

BACKGROUND

While Government recruitment activity at educational institutions has been very much in vogue during recent years, extensive avenues for reaching the college post graduate with full-time job experience have not been developed. Surveys have shown that the turnover rate among newly hired college graduates in industry during the first few years of employment is quite high. It is also apparent that college graduates discharged from the military are entering the civilian work force in increasing numbers. The Professional Careers program is designed to capitalize on such sources of talent.

THE PROGRAM CONCEPT

The emphasis here is on coordination, convenience, and economy—a one-step service where the "customer" can review, at no cost or obligation, a diverse selection of Federal jobs and career opportunities. Through one visit, the applicant will be able to speak to, and be considered for employment by, the representatives of a number of Federal agencies. At the same time, agency representatives will have a unique opportunity to interview large numbers of qualified applicants at minimal cost. Since major expenses such as advertising will be divided among agencies, the cost of participation is estimated at $850 for each Federal activity.

Occupational coverage in the experimental program will be aimed at GS–9/14 positions in the shortage categories of engineers, physical scientists, and computer specialists. If the experiments are successful, future programs may focus on other fields such as accounting and nursing.

OPERATIONS

Here's how the Professional Careers in Government program will operate:

- Several weeks prior to the program a publicity campaign will be launched. Large-scale advertisements will be placed in the leading metropolitan newspaper on three consecutive Sundays. Direct mailing and spot announcements will also be used. This publicity emphasizing "one visit, many interview opportunities with Federal agencies" will tell interested engineers, scientists, and computer specialists to call a specified telephone number or send in a résumé.
- If the candidate calls, the program staff will send him a packet of material, including a résumé form.
- After the applicant sends in a résumé, it will be reviewed for basic qualifications and circulated to all agency representatives participating in the program.
- Applicants will then be notified which agencies would like to see them and, where there is mutual interest, interviews will be arranged.

This process is designed to insure thorough consideration of an applicant's background and qualifications and provide prompt and courteous attention to all participants.

EVALUATION

A thorough evaluation of both programs will be made. Feedback will be obtained from agency interviewers, Commission representatives on-site, and interviewees. Data will be collected on the quantity and quality of applicants, ratio of applicants interviewed to selections made, cost per hire, advertising media used, and efficiency of operation. This information will be reviewed by the Commission in consultation with agency representatives and a final evaluation will be made.

ROLE OF AGENCIES

In formulating the Professional Careers in Government program, the Commission drew to a considerable extent on the experience of agencies which have conducted metropolitan recruitment campaigns. An interagency work group drawn from the IAG Committee on College Relations and Recruitment has been instrumental in developing this program. While the Commission will be responsible for the overall planning, coordination, and administration of these programs, agency assistance and cooperation have been—and will continue to be—essential.

CONCLUSION

The Professional Careers in Government program has several potential advantages. It should:

- provide an effective means of filling vacancies in hard-to-recruit categories at a very reasonable cost. While such an approach is generally too impractical for a single agency with limited resources and manpower needs, it can be feasible and productive on a joint basis;
- facilitate referral of candidates among agencies;
- publicize the Government's manpower needs and diverse career oportunities among appropriate publics; and
- build up registers with qualified candidates.

There are considerable benefits to be derived from this joint effort approach—both for the Federal service generally and for the participating agencies individually.

—Claudia Cooley
Manpower Sources
Division

NATIONAL REFERRAL SYSTEM

"Can we build into our examining plans a procedure that will give early identification and referral of candidates with skills or talents in chronic short supply?"

The new announcement (No. 419) for Nursing Careers in the Federal Service is the first Nation-wide effort by the Civil Service Commission to answer that question with a vigorous "yes."

Built into the nurse examining plan is a national referral system—a method of bringing hard-to-find nurse applicants to the attention of appointing officers in any part of the country where the applicant has indicated availability. The system requires that each nurse applicant complete a brief résumé to be submitted with the qualification statement (SF–171) to the interagency board of examiners covering the area of primary employment interest.

If the applicant is available for employment beyond the area covered by the interagency board, a copy of the résumé is sent to the National Referral Center located in the Commission's central office in Washington, D.C.

The Center is compiling information concerning Federal installations throughout the country that are experiencing chronic shortages of nurses. The National Referral Center will match applicants' geographic availability and qualifications with installation needs. When it appears that a match can be made, copies of the résumés will be sent to appointing officers for consideration.

The national referral system has exciting possibilities. It will focus in a single source a knowledge of the mobile talent available in a selected shortage category occupation throughout the interagency board network. In time, we hope to add other occupations to the system, as experience is gained in the pilot project.

—John Foehrkolb

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Worth Noting *(Continued)*

REORGANIZATION COMPLETED—CSC has completed reorganization of its Bureau of Policies and Standards, directed by Raymond Jacobson. Miss Evelyn Harrison continues as deputy director; Sam Leff is chief of the Standards Division, with no change in duties; Harold Leich heads the Policy Development Division, responsible for staffing, career, and general policies; Raymond C. Weissenborn is chief of the Pay Policy Division; and James J. McGurrin will be in charge of a small Intergovernmental Affairs staff.

The new Pay Policy Division has responsibility for developing, improving, and administering pay policies affecting more than 2.5 million civilian employees. It works closely with the Budget Bureau in recommending salary rates for employees whose salaries are established by Congress, and will oversee operation of the Coordinated Federal Wage System, under which rates are set for blue-collar workers in trades and crafts.

CONGRESSIONAL FELLOWSHIPS have been awarded to 25 employees from 17 Federal agencies and the District of Columbia Government. Seventeen political scientists, journalists, and lawyers from outside of government have also been selected for the 1969–70 fellowship program, co-sponsored by the Civil Service Commission and the American Political Science Association. The program provides an opportunity for promising young executives and professionals to acquire a thorough understanding of congressional operations. After orientation, the Congressional Fellows will have full-time assignments in the offices of Senators and Representatives and as staff members of congressional committees. During the fellowship period, from mid-November 1969 to September 1970, the Fellows will take part in weekly seminar meetings with Members of Congress and authorities on government.

SUMMER EMPLOYMENT for 129,690 persons was provided by the Federal Government in 1969. Disadvantaged youths, aged 16 to 21, appointed as Summer Aids, accounted for 67,655 of the total; and 21,929 appointments were made from those who passed the Commission's competitive summer employment examination. Of the remainder, 26,235 were hired through merit staffing programs administered by Federal agencies, and 13,871 were high school and college students who worked part-time for the Government during the school year and were retained as full-time summer employees. Among the summer employees, 15,607 were employed in the Washington, D.C., metropolitan area, and 114,083 elsewhere across the Nation.

WORKER-TRAINEE program results are being evaluated by CSC from the inception of the Worker-Trainee examination (summer 1968) to the end of July 1969, and early indications are encouraging. More than 12,000 appointments have been made from the exam, which zeroes in on the disadvantaged applicant. Selections have averaged 55 percent male to 45 percent female. The exam provides agencies with a natural means of making competitive appointments of persons who have completed agency-run programs like the one for postal trainees, or public manpower development programs.

—Bacil B. Warren

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